

INFORMATION BULLETIN

WORKFORCE INVESTMENT ACT

Number: WIAB00-78

Date: April 4, 2001
Expiration Date: 06/30/02
69:82:cl:4511

TO: WORKFORCE DEVELOPMENT COMMUNITY

SUBJECT: JOB SERVICE LONG-TERM UNEMPLOYED PROJECT

The purpose of this information bulletin is to refer the workforce development community to the Employment Development Department's (EDD) Field Operations Directive (FOD), 01-10, which is attached. This FOD provides answers to frequently asked questions regarding EDD's Long-Term Unemployed Project.

If you have any questions about this information bulletin, please contact your regional advisor at (916) 653-6347.

/S/ BILL BURKE
Chief

Attachment

*****FORMATTED FOR ELECTRONIC TRANSMISSION*****

FIELD OPERATIONS DIRECTIVE 01-10

TO: Division Chiefs
Employment Development Administrators
Managers

FOD No.: 01-10
Issued: MAR 8, 2001
Expires: MAR 7, 2002

FROM: Operations Branch
Job Service Division

SUBJECT: ADDITIONAL GUIDANCE FOR THE JOB SERVICE LONG-TERM
UNEMPLOYED (LTU) PROJECT FREQUENTLY ASKED QUESTIONS
AND ANSWERS

EFFECTIVE DATE: March 8, 2001

CONCERNED STAFF All Job Service (JS) Staff

CONTACT: NAME TELEPHONE FAX

June DeVoe (916) 654-9151 (916) 654-9753
TAO ID: jdevoe
E-mail Address: jdevoe@edd.ca.gov

Gil Barkley (916) 654-9309 (916) 654-9753
TAO ID: gbarkley
E-mail Address: gbarkley@edd.ca.gov

I. PURPOSE/BACKGROUND

The purpose of this directive to provide additional clarifying information on the LTU project and answer questions that arose following the release of the November 29, 2000 Field Office Directive (FOD) 00-108 announcing the project.

The Employment Development Department (EDD) was awarded Workforce Investment Act (WIA) funds to operate a WIA Adult Services program. These funds are to be used to provide staff-assisted services to LTU individuals. The funds were allocated to the four EDD Job Service Divisions (JSD) based on Local Workforce Investment Area (LWIA) LTU data obtained from the EDD's Labor Market Information Division. The funds are intended to support approximately 80 staff and provide a level of supportive services to project participants. Each of the four Divisions will determine the level of funding for specific sites and will

coordinate the provision of services under the LTU project based on discussions with their local WIA partners.

Funds to implement the LTU project were allocated to the Divisions effective November 1, 2000 and are available for expenditure through December 2001. In September 2001, JSD Central Office (JSDCO) will assess total expenditures and program progress and, if necessary, seek an additional extension of project duration and funding.

II. PROCEDURES/INSTRUCTIONS

The additional guidance presented below is in a question and answer format by topic.

A. ELIGIBILITY

- q. Who can be served in the LTU project?
 - a. The WIA funding was approved to serve "long-term unemployed" individuals. These are defined as individuals who have been unemployed for 15 of the last 26 weeks (not necessarily consecutive) and have limited opportunities for employment or reemployment in their same or similar occupation.
- q. Do LTU clients also have to meet the same criteria as WIA clients?
 - a. Yes, since the LTU project is funded with WIA funds, clients must meet WIA eligibility. These are:
 - Be at least 18 years of age, (required by the WIA Adult program);
 - Be verified as having authorization to work; and
 - Satisfy the Selective Service requirement (if a male).
- q. Must LTU clients be unemployed to be enrolled or participate in the project?
 - a. All clients must meet the definition of "long-term unemployed" as described above and has performed no work as a paid employee for the seven (7) consecutive days prior to enrollment. This will ensure that all clients in the LTU project will be included in the calculation for the enrolled employment rate performance measure.
- q. Do LTU clients have to be eligible for or collecting Unemployment Insurance (IU) benefits to be enrolled or participate in the project?
 - a. No, LTU clients need not be eligible for or collecting UI benefits as a condition of program participation. However, clients must meet the definition of "long-term unemployed" as previously described.

- q. What documentation can be used to determine LTU eligibility?
- a. Examples of acceptable documentation are:
 - UI claim records, such as a UI Claim Records or UI payment history;
 - Written documentation which includes the date of separation (e.g., a termination notice at least 15 weeks old); or
 - Written evidence of job-seeking efforts (e.g., copies of application letters, rejection letters).

Additionally, JS sites can use locally developed forms to substantiate LTU eligibility. The eligibility documentation must be maintained at the JS site for each LTU client.

B. ENROLLMENT OF PARTICIPANTS

- q. When should clients be enrolled in the LTU project?
- a. Clients should be enrolled into the LTU program if it is determined that the client:
 - Meets the definition of "long-term unemployed";
 - Meets the eligibility requirements of WIA; and
 - Can benefit from the services provided under the LTU program.
- q. How are clients to be enrolled in the LTU project?
- a. Enrollment into the LTU program is accomplished by completing the WIA Application and the WIA Enrollment/Registration forms, either by direct data entry into the Job Training Automation (JTA) system or by completion of hard copies followed by data entry into the JTA.

All LTU clients will be enrolled into the JTA system under a three-digit Grant Code (311) and a three-letter Subgrantee Name (JBS) assigned to JSD for the LTU program. In addition, offices will use the four-digit agency code as discussed in the LTU FOD. This agency code permits tracking of program performance down to the local JS site and will be used to calculate project performance. Either JSD LTU staff or their LWIA partners can enroll LTU clients into the JTA system. In either case, LTU clients must be entered into the JTA system under the LTU grant code in order to track participants and assess the performance of the LTU program.

- q. Will LTU participants also be required to be enrolled in CalJOBS and the Program Activity Support System (PASS)?
- a. Yes. Consistent with the policy for other case-managed programs, all LTU eligible clients will be registered in CalJOBS and entered in the

PASS. The PASS was recently updated to accept entry of LTU clients. All services provided to LTU clients will be recorded in PASS for later reporting on the success of this project.

- q. Is co-enrollment/dual enrollment in the LTU project and the LWIA programs permissible?
 - a. Yes. Co-enrollment or dual enrollment is permissible when the same client is enrolled in the JTA system and receiving services from both enrolling entities. Examples may be when the LWIA is providing supportive services or when an LTU client has been accepted for LWIA funded training. The JSDCO does not differentiate between "co" and "dual" enrollments. However, co-enrollment does not eliminate the need to enroll the client under the LTU grant code. If the LWIA decides to provide services to the LTU client they must also be enrolled under the specific LWIA grant code.
- q. Why are separate entries into the JTA needed for WIA served clients?
 - a. Currently the JTA system does not allow the migration of records from one grant code to another. Separate entries are needed to allow JS to measure the effectiveness of services rendered under the LTU project.

C. PERFORMANCE STANDARDS

- q. What are the performance measures for the LTU project?
 - a. WIA requires that programs funded under the Act be evaluated against mandated performance measures. These measures were stated in the LTU FOD 00-108 and include:
 - Adult Entered Employment Rate
 - Adult Employment Retention Rate at Six Months
 - Adult Average Earnings Change in Six Months
 - Participant Satisfaction
 - and Employer Satisfaction

The first three performance measures will be calculated by the Workforce Investment Division (WID) through a comparison of data entered in the JTA system with the data from the UI Base Wage file. The last two performance measures will be calculated through a statewide sample conducted by WID and will apply to all formula funded activities as well as WIA funded projects, whether the sample contained participants from these projects or not.

- q. What standard for performance will be applied to the LTU project?
 - a. Each LWIA, in consultation with the Workforce Development Branch, has established a baseline performance level specific to their LWIA for each of

the WIA mandated measures. Since the LTU project is being coordinated and delivered locally and will serve the same community as the LWIA programs, it will be held to performance standards established for the LWIA by the Workforce Development Branch. The JSDCO WIA Coordinators have contacted each division LTU coordinator to identify the LWIAs within the JS site's administrative area. These results will be used to determine the local performance standards by which each JS site will be evaluated.

- q. How will performance be calculated? Will local JS LTU operators be responsible for this?
 - a. Performance under WIA is calculated through a comparison of client Base Wage File data based on the date of program enrollment and exit. Local JS LTU operators will not be responsible for calculating performance. The WID will calculate the performance for all WIA programs, and will report this information quarterly to DOL as required by regulation.
- q. What reports will be prepared and disseminated to the Division Chiefs?
 - a. The JSDCO WIA Coordinators are working with staff from JSDCO Reports Unit to develop reports from data entered in the PASS by field staff. This report will be generated monthly and available through the JSD Web Site (i.e., JSII). In addition, JSDCO WIA coordinators are working with WID staff to allow LTU participating JS sites to access participant data from the JTA system on an ad-hoc basis based on clients' social security number. Information concerning this access will be covered during the JTA system training to be delivered to JS staff during the next few months. In addition, JSD staff are working with WID staff to explore the possibility of providing quarterly performance measures reports to LTU sites. Information on these reports will be shared as it is developed.

D. EXITING FROM THE PROGRAM

- q. Since performance under WIA is calculated through a comparison of client Base Wage File data based on the date of program enrollment and exit, when should clients be exited from the program?
 - a. It is recommended that participants be maintained in caseloads for a minimum of 30 days from the point of obtaining employment. If the participant is employed at the end of the 30-day period and no employment retention issues are identified, the participant should be exited from the LTU program. However, if the participant is employed at the end of the 30-day period but employment retention issues have not been resolved, the participant should be exited from the program:
 - When the retention issues are reasonably considered to have been resolved, or

- By the end of the quarter following the quarter in which the employment was obtained, whichever occurs first.

(FOR EXAMPLE: An LTU client obtains employment on January 15, 2001. If after a minimum of 30 days of follow up services (February 15, 2001) the client is still employed and there are no apparent issues that would indicate that the client's employment will end, then the client should be exited from the program as of February 15, 2001. If the case manager has reason to believe the client is in danger of losing his/her job and additional follow-up services are needed, the client can remain in the case load until it is reasonably assured that the employment obstacle has been removed. However, the client must be exited no later than June 30, 2001 must, if they are still employed on that date. Ideally, exiting from the LTU program occurs when the client has been placed in a permanent job, has completed all scheduled services, and no employment retention issues are identified.)

- q. Can a client be exited from the program due to non-participation?
 - a. Yes. An LTU client who has gone without WIA funded services for over 90 days and is not scheduled for future services, must be exited from the LTU program. It should be noted that all participants directly affect the performance outcomes of each JS site. Therefore, it is incumbent upon staff to try to ensure a potential client will participate with all job search efforts before enrollment into the program.
- q. How long should project participants remain in a LTU caseload?
 - a. If not employed within 60 days of enrollment into the LTU caseload, LTU clients must be exited from the program. However, the client may be retained in the caseload if enrolled into training by the partner (see question on co-enrollment/dual enrollment). Exited LTU clients also may be referred for participation in other JS programs or services as appropriate.
- q. If a participant is co-enrolled in the LTU project and the LWIA program, who determines when the participant is to be exited?
 - a. The enrolling entity controls the exit date of the participant from their program. Therefore, it is possible for JS to exit a client and the LWIA partner to maintain the participant in their program. However, it is strongly encouraged that local sites establish a policy to coordinate the exit of participants from WIA-funded activities to maximize the positive outcomes for both entities.
- q. Can a participant enroll in a LWIA Title I 85% program after exiting the LTU Program?

- a. Yes. The WIA regulations do not prevent a participant from enrolling into another WIA funded program after exit from a prior WIA funded program.
- q. Can a participant be re-enrolled in the LTU project if they have already participated and been exited?
 - a. Yes, but the client must meet the definition of LTU. Additionally, LTU staff must be cognizant that re-enrollment of a former LTU participant may result in an additional negative outcome to the LTU program. Staff should carefully consider other WIA or non-WIA programs that may be more appropriate to the needs of the client before re-enrolling a participant.

E. RETENTION SERVICES

- q. What employment retention services should be afforded project participants once they become employed? Once they "exit"?
- a. The goal of retention services is to maximize the potential for employment retention, wage gains and career progress for participants who have been referred to unsubsidized employment. Retention services may vary, depending upon the need of the individual and are categorized into two types:
 - Follow up services; and
 - Supportive services.

Follow-up services could include, but are not limited to: additional career planning and counseling; contact with the participant's employer, including assistance with work related problems that may arise; peer support groups; information about additional educational opportunities, and referrals to supportive services available in the community.

Similar to services currently available in the Intensive Services Program (ISP), supportive services will include job search and employment-related travel, job search and employment related apparel, medical examination fees, job-related tools and equipment, occupational license and examination, document and legal fees. Allowable supportive service expenses will also include the WIA recommended services such as transportation, childcare, dependent care and housing that are necessary to enable an individual to participate in activities authorized under WIA title I.

It is recommend that all LTU participants receive minimum follow-up services consisting of at least one contact with the participants and the employer during the first 30 days after employment to offer assistance and check the participant's status.

- q. Will funding be available to provide supportive services LTU participants once they are employed?

- a. A portion of the total project funding has been set aside to fund supportive services for LTU participants. Supportive services will be limited to \$300 per client for the life of the project. The process for accessing funding for supportive services will be similar to that for the EDD ISP. Instructions on distribution and allocation based on current ISP guidelines will be released to the field during the January-March 2001 quarter.
- q. Will the LTU project utilize the existing process of the ISP for distributing and monitoring the available supportive services funds?
- a. Yes, JSDCO recommends that the current JS site procedures for the ISP Case Services fund be used as the administrative process for the LTU case supportive services funds.

F. ADMINISTRATIVE CHARGES

- q. Is supervision time allowed to be charged for management of the LTU project?
- a. Yes. The JS Division Chiefs have the option to have field supervision charge time to the LTU project or to absorb those charges within regular JS 205 funds. Time charges to the LTU Project should be in direct proportion to the amount time spent by the manager in providing project oversight and/or administration of the supportive services funds. The amount of time charged for management/supervision should not exceed 10% of the total expenditure. It should be noted that the hour allocations to the Divisions are based on the salary of an EPR. If management time is charged this will reduce the hours available for direct services within the Division's allocation.

G. DELIVERY OF SERVICES IN A ONE-STOP

- q. Will all LTU services be delivered in the One-Stop Centers?
- a. EDD is committed to locating its LTU project staff in One-Stop Career Centers to the fullest extent possible. However, it may not be possible to locate staff assigned to the LTU project in One-Stop Centers in all cases due to the development of the One-Stop System in the LWIA or pending lease negotiations.

H. RECRUITING LTU CLIENTS

- q. From what sources will LTU clients be recruited?
- a. JS sites are encouraged to coordinate with their local partners to develop a referral system that identifies LTU clients. In addition, LTU clients may be recruited from a variety of sources including:
 - Local JS Initial Assistance Workshops;

- Intensive Services Program caseload;
- The Unemployment Insurance Division (UID) Single Client database (SCDB); and
- Referrals from partners

III. REFERENCES

Workforce Investment Act of 1998

DOL Training and Employment Guidance Letter 7-99, Core and Customer Satisfaction Performance Measures, dated March 3, 2000

FOD 00-108 Job Service Long-Term Unemployed Project, (expires November 28, 2001)

Job Service Policy and Procedure Manual (JSPPM),

- Chapter 3. JS Staff Roles and the JS Strategic Direction
- Chapter 33. Job Seeker Special Programs, Services, and Client Groups
- Chapter 34. Program Activity Support System

Intensive Services Program Manual, WIA Client Forms Handbook, Web site address:

<http://www.EDD.cahwnet.gov/wiab99-21.pdf>

IV. ADDITIONAL MATERIAL

None

/S/ ROBERT L. GARCIA
Deputy Director
Operations Branch